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ORIGINAL

ANNUAL REPORT

58

DEDICATION

The 1980 Annual Report of the Federal Council on the Aging is dedicated to two men of extraordinary achievement and vision in the field of aging – Nelson H. Cruikshank and Frell M. Owl.[1]

Nelson H. Cruikshank

Nelson H. Cruikshank has been a leader in the field of aging for nearly forty years, and – most recently – the distinguished Chairman of the Federal Council on the Aging.

His life-long commitment to securing the economic well-being of the older citizens of the United States, combined with his tenacious work for an adequate, equitable, and sound Social Security system earned him a national and international reputation unexcelled in this field.

Nelson Cruikshank's intelligent, forceful, timely advocacy on behalf of older people has resulted in a far better life for all citizens. President Carter, recognizing Mr. Cruikshank's unflagging energy and outstanding capacity for effective work, named him the first Counsellor to the President for the Aging – a role Mr. Cruikshank filled with exceptional ability, dedication and advocacy for the elderly.

The members of the Federal Council on the Aging salute our former Chairman and friend as he – once again – retires from active duty knowing that Nelson Cruikshank is a most unusual human being who will, in fact, never tire in his pursuit of justice and human dignity for people of all ages.

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[1] See inside back cover on Frell M. Owl.

FEDERAL COUNCIL ON THE AGING
WASHINGTON, D.C. 20201

March 30, 1981

The President
The White House
Washington, D.C. 20500

Dear Mr. President:

I am privileged to transmit to you, the 1980 Annual Report for the Federal Council on the Aging.

This report contains the Council's recommendations regarding aspects of the problems and concerns of older persons in the United States.

During the year, an enormous amount of the Council's energies was directed toward a Congressional mandate to study thoroughly the effectiveness of programs under the Older Americans Act.

The Congress requested this investigation to make some determination as to how well programs under the Older Americans Act are working. Furthermore, we believe that members of the Congress are concerned as to whether and to what extent the programs are reaching those in the greatest need of services the programs provide. The Council's work toward this Congressional mandate is described within this report.

The Council anticipates making a special report to you and the Congress by March 31, 1981, relative to the issues, findings and recommendations of the Congressionally mandated study. Preliminary indications of these issues are also contained in this report.

The establishment of the Council was an effort to respond to a broader range of problems affecting older people. Within this context, I should like particulary to identify those areas of special concern to the Council which we believe to be critical to the needs and well-being of elderly citizens: health care, inflation, housing, long-term care, rising energy costs, employment and continuing education opportunities, income maintenance and transportation. The Council has the responsibility to bring to the attention of your Administration and the Congress the concerns and needs of older people themselves, their families and communities, voluntary organizations and government at every level. We feel the above areas of special concern warrant the full attention of your Administration and the Congress for the elderly of the present and future.

DHHS Publication No. (OHDS) 81-20958

This Report, in addition to listing formal recommendations, describes Council activities and committee work in 1980 and the Council's work plan for 1981.

The Council looks forward to working with your Administration and welcomes your consideration and response to this Report.

Sincerely,

Msgr. Charles J. Fahey
Chairman

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AN UNUSUAL OPPORTUNITY, AN EXTRAORDINARY RESPONSIBILITY

Tremendous energy and intelligence have been invested during 1980 developing information and recommendations for the 1981 White House Conference on Aging (WHCoA). The Federal Council on the Aging (FCA) has already taken full advantage of the opportunity to work with hundreds of other concerned citizens on problems – and opportunities – facing the next generation of older people. Seven members of the Council serve on the Advisory Committee of the WHCoA and others are involved in technical committees. We have – as a Council – welcomed this opportunity to focus national attention on older Americans as a national resource.

The extraordinary responsibility that falls to the FCA is to see that recommendations approved by the delegates to the WHCoA do not become lost, unheeded and forgotten The FCA has answered the invitation of the Advisory Committee to assume responsibility for "monitoring and cooperating with others to implement recommendations" of the 1981 WHCoA. This responsibility we accept knowing that the ultimate success of the WHCoA process – from community forum to the national conference – is incomplete and rather meaningless without dedicated attention to implementation. The FCA's place in the Federal structure – responsibie to both the Administration and the Congress to advise and advocate -- makes this acceptance of responsibility appropriate and this commitment to performance realistic.

James T. Sykes
Vice-Chairman

COUNCIL MEMBERSHIP

The Council is composed of fifteen members appointed by the President with the advice and consent of the Senate, who are representative of rural and urban older Americans, national organizations with an interest in aging, business, labor, and the general public.* Seven members of the Council are themselves older persons. The President designates the Chairman from among members appointed to the Council.

MEMBERS

CHAIRMAN, CHARLES J. FAHEY, Rev. Msgr., Director, All-University Gerontology Center, Fordham University, New York, New York.

VICE CHAIRMAN, JAMES T. SYKES, Director, Public Service, The Wisconsin Cheeseman, Chairman, Wisconsin Board on Aging, Madison, Wisconsin.

CYRIL H. CARPENTER, President, Minnesota Farmers Union and Member, Governor's Council on Aging, Bloomington, Minnesota.

JACOB CLAYMAN, President, National Council of Senior Citizens, President of the Industrial Union, Department of AFL/CIO and former Member, Federal Advisory Council on Employment Security, Bethesda, Maryland.

**NELSON H. CRUIKSHANK, Former Counsellor to the President on Aging, former President, National Council of Senior Citizens, former Director, Department of Social Security, AFL/CIO, Washington, D.C.

FANNIE B. DORSEY, Director, Division for Aging Services, DHR, Bureau of Social Services, Frankfort, Kentucky, Chairperson (since 1974) State Institute of Aging with Kentucky Department of Human Resources, Owensboro, Kentucky.

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*Legislation requires five members to be older persons
**Former Chairman

AARON E. HENRY, Phar. D., Pharmacist, Chairman, Board of Directors, National Caucus on the Black Aged and Member, Mississippi State Legislature, Clarksdale, Mississippi.

SHIMEJI KANAZAWA, Member, Policy Advisory Board for Elderly Affairs and Vice-Chairman, Steering Committee, University of Hawaii Gerontology Center Program Planning Committee, Honolulu, Hawaii.

MARY A. MARSHALL, Member, House of Delegates, Commonwealth of Virginia, Arlington, Virginia.

JOHN B. MARTIN, Legislative Consultant, National Retired Teachers Association and American Association of Retired Persons, former Commissioner on Aging, Chevy Chase, Maryland.

WALTER L. MOFFETT, Rev., Director, Nez Perce Tribal Housing Authority and Former Area Vice President, National Congress of American Indians, Kamiah, Idaho.

MARY C. MULVEY, Ed.D., Vice President, National Council of Senior Citizens and President, National Senior Citizens Education and Research Center, Providence, Rhode Island.

BERNICE L. NEUGARTEN, Ph.D., Professor, Northwestern University and Deputy Chairperson, 1981 White House Conference on Aging, Past President, Gerontological Society, Chicago, Illinois.

JEAN J. PERDUE, M.D., Medical Director, Office of Health Services, and Member, Commission on the Ministry to the Aging of the Epsicopal diocese of S.E. Florida, Dade County, Florida.

FERNANDO M. TORRES-GIL, Ph.D., Professor, University of Southern California, former Special Assistant to the Secretary, HHS, former White House Fellow, Los Angeles, California.

WESLEY C. UHLMAN, Attorney at Law, former Mayor, Seattle and former Chairman, Task Force on Aging, U.S. Conference on Mayors, Seattle, Washington.

1980 MEETING DATES

A. Council

The Council met four times during the year, as required by Law.

Dates	Location
March 17, 18	Washington, D.C.
June 16, 17	Washington, D.C.
August 25, 26	Washington, D.C.
December 1, 2, 3	Washington, D.C.

B. Committees and Task Forces

Committees	Date	Location
Long Term Care	January 18	Washington, D.C.
	February 28	Washington, D.C.
	April 15	Washington, D.C.
	June 24	Washington, D.C.
Mandated Study Group	January 5	Washington, D.C.
	February 3, 4	Washington, D.C.
	May 19	Washington, D.C.
	July 28	Washington, D.C.
	November 17	Washington, D.C.
	December 17	Washington, D.C.
Senior Services	March 3	Washington, D.C.
	July 18	Washington, D.C.
Social Security Task Force	March 3	Washington, D.C.
Special Aging Populations	January 23, 24, 25	Louisville, KY
	August 5	New York, NY

I. INTRODUCTION

Legislative History and Mandate of the FCA

The Federal Council on the Aging (FCA) is the functional successor to the earlier and smaller Advisory Committee on Older Americans created in the 1965 Older Americans Act. The Council was created at a time, 1973, when there was concern within the Congress as to the adequacy of the then-existing federal system for looking after the interests of older persons.

Having decided to upgrade (supplant) the existing advisory committee, the Congress found "model" legislative language readily at hand -- in the legislative charter of the U.S. Commission on Civil Rights. That legislative language was simply adapted to define the powers of the FCA, excluding the subpoena power.

What the FCA was constituted to do was stated in Section 205 of the 1973 Amendments to the Older Americans Act of 1965 and the subsequent 1978 Amendments as follows:

- Advise and assist the President on matters relating to the special needs of older Americans;
- Assist the Commissioner in making the appraisal of the nation's existing and future personnel needs in the field of aging;
- Review and evaluate, on a continuing basis, Federal policies regarding the aging and programs and other activities affecting the aging conducted or assisted by all Federal departments and agencies for the purpose of appraising their value and their impact on the lives of older Americans; and
- Serve as a spokesman on behalf of older Americans by making recommendations to the President, to the Secretary, the Commissioner, and to the Congress with respect to Federal policies regarding the aging and federally conducted or assisted programs and other activities relating to or affecting them;
- Inform the public about the problems and needs of the aging, in consultation with the National Information and Resource Clearing House for the Aging, by collecting and disseminating information, conducting or commissioning studies and publishing the results thereof, and by issuing publications and reports; and
- Provide public forums for discussing and publicizing the problems and needs of the aging and obtaining information relating thereto by conducting public hearings, and by conducting or sponsoring conferences, workshops, and other such meetings.

Having thus provided a legislative mandate for the Council that was broad enough to allow misinterpretation of Congressional intent, members of the Conference Committee went on record as expecting a strongly proactive Council. They said of the FCA that . . .

- It "is intended to be the principal spokesman in the Executive Branch for America's older citizens and to provide the visibility, identification, advocacy that have so long been lacking in the relations between the elderly and their government."
- It "would provide valuable support for the President's efforts to mobilize the various agencies of the Executive Branch to meet the needs of Older Americans."
- It "would serve to provide both the executive and legislative branches of our Government with a steady input of information regarding the problems of senior citizens."

The Conference Report concluded "It is the intention of conferees that this body function as more than a passive advisory body, and that it work to actively promote the interests of older Americans throughout the whole range of Federal policies and programs affecting them."

The Council is required by law to prepare an annual report which is submitted to the President by March 31 of the ensuing year. Each year approximately 7000 copies are distributed to members of the Congress, governmental agencies, aging organizations, private agencies, institutions of higher education and to individual citizens throughout the United States.

Funds appropriated for the Council are a line item in the overall appropriation of the Department of Health and Human Services. These funds are used to underwrite meetings of the Council; to support the activities of a small professional and administrative staff in Washington, D.C.; to conduct special project activities; and to "contract out" for special research activities.

The Council has worked closely with both the Administration and the Congress, and has shared the results of its public hearings, research, and special analyses of issues and policies affecting Older Americans.

The President transmits this report to Congress together with his comments and recommendations.

The legislative authority for the Council will expire in 1981.

(Note: See Appendix B for a description of the Council's functional operations and procedures.)

II. RECOMMENDATIONS OF THE FEDERAL COUNCIL ON THE AGING

The Seventh Annual Report of the Council includes recommendations to the Administration, the Congress and Federal agencies. The Council's primary focus of concern was initiating and completing the Congressionally-mandated study as authorized by P.L. 95-478, the Comprehensive Older Americans Act Amendments of 1978, Section 205(g). Therefore, the relatively small number of recommendations made by the Council in 1980 pertaining to the immediate and future well-being of the elderly is a reflection of its commitment to the Congressional-mandate to study programs conducted under the Older Americans Act.

Recommendations were made in the following areas:

A. National Policy for Older Workers*

1. **Age Discrimination in Employment**

   a. The Equal Employment Opportunity Commission (EEOC) should change the current set of regulations on Age Discrimination in Employment Act (ADEA) which permit employers to not credit years of service beyond age 65 in calculating a worker's final retirement benefit.

Background and Discussion

Whatever the reason which allowed employers not to credit years of service beyond age 65 for ultimate pension benefit levels, it is, of itself, wrong. A worker beyond age 65 who is able and meeting job performance requirements is entitled to the terms, benefits and privileges of employment. Continued pension credit is among such benefits and privileges. Furthermore, employers surveyed in the studies mentioned above felt that the impact of extending credits for years beyond age 65 would be minimal. They expect relatively few workers to stay beyond that age, and those who do stay for relatively short periods of time. Extending pension credits for those workers, therefore, is no real problem since the cost factor associated with this action is minimal. In addition, many employers expect labor unions to bargain collectively in favor of extending pension credits beyond age 65 which becomes another reason to support the issue.

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*See Appendix C for further details.

The principles and values associated with this study which were presented at previous Council meetings state that disincentives with a tendency to inhibit the free choice of older and capable workers to remain employed or take on new jobs should be removed. The lack of crediting years of service beyond age 65 for purposes of final pension benefits constitutes such a disincentive.

b. Congress should remove the provision in ADEA (P.L. 95-256, 92 Stat. 189, 1978) which permits employers to refuse to hire or to terminate a worker if age, of itself, can be shown to be a bona fide occupational qualification (BFOQ) essential for the performance of a special job.

Background and Discussion

When exceptions to a regulatory law appear to become the rule, then serious reconsideration as to the purpose and validity of such an exception is in order. Under the ADEA, as that exception now stands, age hiring limits and mandatory retirement rules can be set for police and fire fighters in relatively arbitrary fashion. Refusal to hire after age 30 is common while forced retirment at age 45 or 50 is not uncommon. Furthermore, many older and some younger incumbents in these positions are challenging the age restrictions in the courts as they grow more aware of their rights.

The difficulty involved with the BFOQ exception as it now exists is that it allows confusion among age, ability and job performance. No one wants an incompetent police officer wielding a gun, or a marginal pilot flying an airplane. Functional criteria should be used in assessing both ability and job performance. When aging and health restrictions interfere in hiring and termination policies because of an exception in a law which intended to protect the rights of older workers, then the time for change has come.

It is noteworthy that the removal of the exception would in no way saddle employers with substandard workers. Any such worker, regardless of age, race, or sex can be removed, or refused a job, when good cause is shown. Removing the BFOQ exception, however, would place the burden of proof squarely on the employer and address the individual case on its merits and not on some generally perceived notion of older worker ability or limitation.

c. The Department of Labor pursuant to the mandates of the ADEA, should develop and implement, in collaboration with other appropriate federal agencies, a specific research, training, and information dissemination program directed at employers in order to highlight the skills and experience that middle-aged and older workers possess.

Background and Discussion

The statement of purpose of the ADEA includes positive directives as well as prohibitions. Thus, the Act is intended ". . . to promote employment of older persons based on their ability rather than age and . . . to help employers and workers find ways of meeting problems arising from the impact of age on employment."

The Act further states that "The Secretary of Labor shall undertake studies and provide information to labor unions, management and the general public concerning the needs and abilities of older workers and their potentials for continued employment and contribution to the economy." The legislation continues to enumerate a number of steps which regrettably, have never been carried out with any serious efforts. It is time to reexamine this aspect of the legislation and see how it can be implemented. Furthermore, clarifications are in order as to which agency, the Department of Labor (DOL) and the Equal Employment Opportunity Commission, has responsibility for carrying out research and educational functions.

The ADEA does specify that the DOL should take positive steps to develop and disseminate information on older workers. However, this mandate should be viewed more broadly. The Administration on Aging is one agency which has an interest in developing and promoting research in areas that help older persons remain independent. Another agency, the Department of Commerce, through its Economic Development Administration, should be interested in the employment related effects of its grants and how these affect job opportunities for older workers, especially in rural areas. The Social Security Administration, with a view toward conserving its resources, should also be interested in ways to promote productive, on-going labor force activity for older workers beyond the conventional retirement age.

These efforts should not be limited to government alone. Private foundations should be encouraged to support research and develop information which can positively influence the utilization patterns of older workers. The recommendation, then, looks to government to take a leading, stimulating role towards the on-going effort of developing a positive base for an older worker policy.

d. The mandatory retirement limit, set at age 70 in the 1978 amendments to the ADEA, should be abolished.

Background and Discussion

In recommending the abolition of mandatory retirement the FCA remains consistent with the belief, values and principles embodied in this study, namely that individuals can be assessed and evaluted for job performance on ability rather than age. This, taken together with expected minimal effects of such action on other younger, labor force

groups supports the recommendation. The Department of Labor is currently conducting a study on the effects of changed retirement age and likely effects of raising or abolishing the upper limit. It would be a more cautious position to wait the outcome of this and other studies. However, in its leadership role on behalf of older people, the FCA adopts the positive recommendation now.

2. **Employment Programs**
   a. The Department of Labor should direct regional administrators and local prime sponsors to comply with the specific CETA planning requirements, outlined under Titles I and II of the Act, directing that a special labor force analysis be completed on older workers and other targeted groups. The results of the analysis are to be used in formulating special service programs for these groups. Specifically, the Department of Labor should carry out appropriate procedures, including regional and local oversight hearings, if necessary, to assure compliance with the Age Discrimination Act (ADA) of 1975, as amended – especially as this statute applies to all CETA training programs.

Background and Discussion

This is the first time that older workers have merited such specific planning and service requirements in CETA legislation. Each prime sponsor is now required to assess the older worker's need within his jurisdiction and respond to those needs in an equitable and positive manner. As statistics show, older persons tend to participate in CETA programs in declining percentage rates directly related to advancing age. The mainline training programs are almost entirely youth-focused. However, questions may be raised if one group appears to receive more CETA program resources than another. In summary, the older worker should expect fairer treatment under CETA than in the past. In fact, if a prime sponsor neglects one particular group within the planning mandate, the individual may encounter sanctions.

There are many individuals who claim that CETA is a youth program especially focused on the needs of unemployed, underemployed and disadvantaged young members of minorities. Sharing resources with older workers would only dilute the program. There exists also the assumption that training and employment investments should be made in the younger, as opposed to the older group, while the older ones will be, at best, leaving. The investment and payoff, then, can be viewed as tilting toward the elderly.

Regardless of such underlying considerations, Congressional intent in the 1978 CETA amendments requires that planning and program services be allocated to older workers on the local level. With-

out expecting any great change of heart or miracles, participation rates of older persons in CETA programs should manifest an upturn over the coming years.

The Age Discrimination Act of 1975 prohibits discrimination on the basis of age in all major programs funded by the U.S. Government. The Act admits to certain exceptions especially where age is specified as a statutory criteria for participation. Thus, the Act does not apply to social security programs where age criteria for eligibility and participation are specified. Nor would the Act apply to day-care programs for children where age criteria are also specified. In addition, the Act does not apply to employment, since Congress reasoned that the ADEA covered this area. But the Act does apply to training programs funded by the Federal government which can lead to employment.

Enforcement of ADA is largely an oversight function of any federal agency covered by the Act with DHHS assuming a larger coordinating and conciliating role. As applied to CETA, then, the Labor Department would be required to apply reason of equity and ADA requirements what is its mandate by the planning requirements of Title I. The ADA provides another mechanism to assure that older workers receive a fair share of the nation's development of employment.

Both the law and the planning requirements noted above will offer groups concerned with older workers more leverage to assure they receive a fair share. On the other hand, it is felt on a policy level that the nation's disadvantaged youth needs the greater share of CETA resources; in this case new programs and new appropriations must be developed for older workers. Extended employment opportunity for the able and willing older worker is no longer condescension, it is a protected civil right. Coupled along with a new approach to develop the productive older worker resource, new policies and new programs funded on a basis of need and equity are in order. In short, it is discriminatory policy to assert that billions of dollars will be allocated for one age group and only millions for another.

b. Federal regulations which exclude workers from participating in apprenticeship programs funded by the U.S. government solely on the basis of age should be abolished.

Background and Discussion

Since the inception of the Manpower Development and Training Act (MDTA) of 1962, apprenticeship programs funded by the U.S. government and conducted by labor unions, have had age ceilings for acceptable applicants. In some cases, individuals over age 25 were denied access to these programs, not to speak of being over 30, 40, or 50. The assumption behind these age exclusions was, and still is,

that training investment in older workers will not pay off, or that it will take too long for the older worker to gain the journeyman level of skill to really contribute to the trade or to the economy. Whatever the original policy behind each exclusion, the situation is different now. There are many women in the middle years who want and need to enter the labor force in a trade-skill capacity. They need the opportunity for apprenticeship training. Men and women in their 50's can look forward to at least 20 years of labor force activity if they are willing and able. Skill conversions through apprenticeship training is by no means out of the question. Changing demographics, changing interest on the part of workers, increasing challenges to age restrictions in the world of work and the raising of the mandatory retirement age all suggest that restrictions on apprenticeship programs on the basis of age are unwarranted and should be abolished.

Recent discussion among members of the Equal Employment Opportunity Commission indicates that Commissioners are concerned with the age-related restrictions on apprenticeship programs. Congressional staff interviewed in the key informant stage of the study also have expressed concerns over the issue. Some are considered introducing corrective legislation if the federal agencies empowered to change the regulations do not take action. Whatever the type of action that occurs over the near future, the FCA should go on record in support of abolishing age restrictions.

c. The Department of Labor should allocate at least $10 million in FY 1981 to implement the Middle-Aged and Older Worker Program described in Title III, Section 308, of the 1978 CETA amendments.

Background and Discussion

Sections 308 of CETA provides for a wide variety of employment related research and demonstration programs affecting the employment of middle-aged and older workers. The legislation supports innovative approaches for retraining and utilization of these workers. Special research on the development of functional criteria for assessing skills and abilities of older workers, as opposed to formal tests, is encouraged. Second career training and the use of alternative work patterns, job redesigning, flexible scheduling for work, etc. are also suggested demonstration approaches. At present, no appropriation has been made to support any of the above activities. The whole Title III program is discretionary as to funding and it is up to the Secretary of Labor to make the allocations.

The Council has already made its views known in support of appropriations for Section 308. The Chairman has met and discussed the issue with the Secretary of Labor. Ten million dollars would appear

to be a reasonable beginning amount for this new older worker program, especially in consideration of how poorly older workers have fared in the past.

d. The Department of Labor should design and put into effect a national older worker program as required by statute.

Background and Discussion

In the 1950's the Bureau of Employment Security (BES) of the Department of Labor conducted extensive research of older workers in a number of major labor markets to assess such factors as numbers, sex of older persons seeking jobs compared to younger applicants, reported obstacles faced by older job seekers, employer attitudes on older workers including ability, productivity, motivation, their hiring practices, etc. The result of the studies indicated that older workers, defined by the Bureau as individuals over the age of 45, were encountering special problems when seeking employment and needed special assistance.

The BES then established a national older worker program which developed and implemented counseling and referral programs for older applicants, trained BES staff to carry out training and employer relation activities to assist older workers and established, in many states, a cadre of older worker specialists to implement the above functions.

For historical reasons, such as the changing of priorities of employment programs and the initiation of "great society" programs to help minorities, the older workers effort diminished. Some States have maintained services for older workers, but a concentrated program focus on the part of the DOL for this group no longer exists.

It would be inappropriate to suggest that the same older worker program be revived. First, with the inception of the decentralized CETA program, the changes that have occurred in the Employment Service and the availability in the communities of a host of agencies that are concerned with the elderly, a new design for the program is needed along with a sharing of program resources and collaboration among interested groups. Greater access to older persons and the assessment of their labor force interests and their needs is available through the Area Agencies on Aging (AAA). However, AAA's staff needs training in dealing with and counseling the elderly. A number of older pilot programs financed from CETA 308 might prove to be the best first step. Given a careful development and evaluation period, there is no reason why effective older worker programs cannot be put in place over the coming years.

e. The Senior Community Service Employment Program under Title V of the Older Americans Act should be expanded on the basis of

- An assessment of the proportion of workers in need of the program over the next five years; and
- An assessment of the impact and effectiveness of the program in terms of benefits to participants, services to agencies and people served, and the overall benefit to the economy and the government.

Background and Discussion

The Title V program has grown in numbers of participants and funding levels over the years. The program is currently (FY 1981) funded at $265 million and provides work for over 52,000 older workers who meet specified poverty criteria.

Administratively, Title V is managed by the U.S. Department of Labor which in turn, utilizes a number of national subcontracts, mainly agencies with a standing record of providing services to the nation's elderly. These groups have been expanded recently to include State Units on Aging (SUA) and organizations with special concerns for the nation's minority elderly.

Title V has been and remains very successful and popular. It puts older workers in a position of providing a variety of needed services and self-dependence gained by achieving earnings through employment. But a number of issues need to be considered.

- What is the true universe of need for programs in terms of older participants and the new kinds of work which they can, and are willing to perform?
- Given the double-digit inflation, are the poverty criteria for selection into the program realistic? Are participation criteria too restrictive?
- Should the program take on a greater job training emphasis and involve private sector and mainline government agencies in greater job development efforts?
- Can the basic program model which views participants as "Aide" be changed so that seniors in every level of management, can be trained to become a major provider of services to their own peers?

These many issues will be raised by the Council in its mandated study. In looking over the prospects and promises of the program over the coming decade, it might be helpful if the DOL would join in a major evaluation and development effort. The last assessment of the program was undertaken almost ten years ago by a consultant group under contract with the DOL. The evaluation was sound, thorough and positive. In fact, the model can serve as a point of departure for the FCA mandated study pertaining to the Title V program and a supplemental effort made by the DOL which manages the program.

3. **New Employment Opportunities**

   a. The Department of Labor should develop an affirmative action program for middle-aged and older workers to assure that these individuals gain access to jobs made available through federal contracts to major employers in the U.S.

Background and Discussion

Since the passage of the Civil Rights Act of 1964, and especially Title VII, which protects the employment related to civil rights of minorities, the government has made efforts to enforce a series of affirmative action programs which are intended to guarantee a fair share of jobs and upward mobility on jobs to minorities covered by that legislation. Furthermore, in cases litigated under the Act, the federal courts have ordered, or otherwise arranged, for procedures whereby employers take direct action to restore any imbalances in their work forces that might have resulted from past discrimination.

Women have benefited from these arrangements especially through "Consent Decrees" whereby the federal courts have withheld punitive actions against employers in lieu of specified steps to rectify promotion rates, salary and wage scales, etc. that might have been influenced by discriminatory actions on the basis of sex.

There is no reason why older workers should not benefit from an affirmative action approach. The principle at stake here is one which is fundamental to this policy study. What is a civil right for one subgroup of the U.S. labor force and population is a civil right for all. There can be no trade-off on demographic characteristics of the population when it comes to the right to work by individuals who are willing and able.

In supporting this recommendation, the Council is supporting a principle and program of fairness. No one is asking for a special break for older workers or a special opportunity. We are asking for equity. Older workers are the only subgroup in the population who, at present, are not included in affirmative action programs.

   b. Congress should establish a special unemployment insurance and job retraining program for middle-aged and older workers to enable them to remain in or reenter the labor force when economic pressures force them to withdraw from the labor force involuntarily.

Background and Discussion

One of the most distressing labor force statistics which applies to workers over 40 is the continued pattern of duration of unemployment. The longer an over 40 worker is unemployed, and actively seeking work, the longer he/she tends to remain so. The duration of

unemployment expands in proportion to the increased age of the older job seeker. This pattern has held for well over a ten year period of reporting on such trends. But special studies involving plant shutdowns, mergers and not-so-old workers will look for reemployment and benefit from unemployment insurance for an interim period. After that period expires, the older worker is likely to leave the labor force completely and resort to some form of welfare dependency.

It would seem that if current retraining and relocation efforts, such as those provided through trade adjustment programs, were modified, the older worker would benefit and could remain in the labor force for longer periods. What seems unproductive is to neglect the older worker, or just sustain his unemployment insurance for a more extended period, and not build on that investment. Again, the Council is facing the underlying values of this recommendation. Investment in the older worker in terms of income maintenance and job retraining can pay off for the individual and for the economy. There is a healthy mix of humanitarian and economic motives involved in the focused development of the unemployment insurance resource and any added training efforts. Older workers can retain their status in the labor force including the power to earn income and benefit from other work associated values. The economy benefits since the worker remains a taxpayer. Retirement systems benefit since the worker defers drawing upon these income resources.

Pilot demonstration efforts on this approach plus careful evaluation of costs and savings, both individual and economic, may be the best initial step for such a program.

c. Congress should establish a retirement alternative employment program which would
   - Provide workers with incentives to defer retirement; and
   - Provide employers with incentives to develop retention options for older employees.

Background and Discussion

Since the inception of the 1978 amendments to the ADEA which raised mandatory retirement to age 70, a number of employers have developed creative approaches towards retaining able older workers and hiring others. The general pattern has been to develop various lines of part-time jobs along with flexible work schedules. Employers have been pleased with the arrangement because they note that older workers are productive. Older workers are pleased with the arrangement also since they are able to continue earning and remain active. But there are problems. First, the benefit arrangement is not clear in all cases. Part-time work does not necessarily mean receipt of partial benefit. Sometimes workers take reduced pay and still have to

wait until retirement to receive pension benefits. Second, not all employers appear interested in such an approach. These organizations that value older employees, and many which either raised or abolished mandatory retirement before the law set the age at 70, normally, are the few which appear flexible and willing to develop differential work opportunities for individuals who would normally retire. What is needed, then is a retirement alternative program which would both educate and encourage employers in the public as well as in the private sectors to develop retention programs and hiring opportunities for older workers.

We already have the means to accomplish the programmatic aspects of such an effort. Title V of the Older Americans Act, the Senior Community Service Employment Program, provides an ample precedent in the design of part-time work for older workers. Translating that approach to a broader scale, especially in the private sector, would require careful demonstration. Providing incentives to employers to participate in and to develop retention programs would require adjustments in the system already used to encourage them to hire and to retain minority youth who come out of CETA training programs. Tax incentives, stipends, or salary wage maintenance for a period of time, maintenance of training and other job related supports, are among the strategies that have worked. Designing a total package to facilitate older worker retention and hiring is feasible.

d. The Departments of Commerce, Agriculture and Labor should collaborate with the Small Business Administration and the Administration on Aging to develop and assess economic impact programs which will identify entrepreneurial, job and other self-employment opportunities for middle-aged and older workers.

Background and Discussion

The Department of Commerce, through its Economic Development Administration, offers grants to a variety of Economic Development Districts in order to achieve growth and stimulate developmental activity in those areas. Eligible organizations can build or expand facilities through the grants program which has the effect of creating jobs. It is important that this Federal resource, be shared equitably in the job creation aspect by all age groups. But it may be more important that the above Federal agencies collaborate in targeting training, employment and development activities in a focused way to help older workers gain job opportunities in all areas including entrepreneurship and other self-employment activities.

The collaborative economic, manpower development is by no means new. It has been tried with various degrees of success in a

number of settings. What is called for, is a careful review, evaulation and planning approach which will build on positive past experiences. It may well be that any effort that will succeed must be broad based, involvin the maximum resources in terms of funding and agencies along with cross-generational sharing of the employment opportunities that arise from such economic development programs. It is unlikely that any economic development effort could, or should, benefit only one age group. All should benefit in an equitable manner-based on labor and job market analysis. Younger and adult workers may need full-time jobs. Older workers may prefer part-time work. Such analyses are complex, not to speak of the difficulties in program planning and coordinating. If areas eligible for economic development grants from federal agencies are to utilize them effectively to support and stimulate local jobs, new efforts must be made to assure that all groups benefit fairly.

4. **Retirement Policies**

National retirement policy, as manifested through the Social Security System and regulatory laws affecting pensions, should be reassessed with a view toward encouraging continued, varied and non-traditional employment opportunities for middle-aged and older workers.

Background and Discussion

This is a general, overall recommendation which takes into acacount previous recommendations. It is realized that making employment options a part of retirement policy may at first appear contradictory. It is, if we continue to review the life cycle in a segmented fashion that moves inexorably from youth education to adulthood and work and to retirement in old age. But demographic factors, increasing longevity and improved health for older persons along with cloudy economic forecasts for this decade simply challenge static thinking about retirement policy. Key informants from the President's Commission on Pension Policy noted that retirement and employment issues for older persons are inextricably related. The Commission has consistently investigated alternatives to retirement along with its mission to rationalize the nation's pension system. That focus is instructive to the Council and all others concerned with the economic well-being of older persons and their status as self-sufficient.

B. Continuing Education for Older Adults

Recommendations

In recognition that education is a basic right for all persons of all age groups, that is is continuous and hence one of the ways of

enabling older people to have full and meaningul lives, and a means of helping them develop their potential as a resource for the betterment of society, the Federal Council on the Aging has recommended to the Department of Education that a Federal strategy for increased educational opportunities be developed and directed toward:

A. The appointment of a coordinator for aging in the Department of Education to develop coordination with the Administration on Aging and other relevant Federal departments and agencies.
B. The immediate establishment of an aging unit in the Department to initiate supportive educational services for older people as a necessary first step in any expansion of educational opportunities for older persons on a national scale.
C. Coordination of education and aging networks at the State, area and local levels, including State Departments of Education, State offices on Aging, Area Agencies on Aging, public agencies which administer social security programs, voluntary organizations, postsecondary institutions (including technical institutes, community and junior colleges, local school districts), business and industry, and unions.

Background and Discussion

Education for older Americans is often dismissed as an appropriate concern for the Federal government. There have been few national policies, and few resources devoted explicitly to encourage education among the elderly. If attitudes do not change this condition, the reality of numbers may. A dramatic shift in demography is transforming us into a nation of older people.

In the past ten years, enrollments by older and non-traditional students in postsecondary education have increased four times as fast as enrollments by traditional college-going youths. In fact, education and training for adults, who tend to go to college on a part-time basis, is the most rapidly expanding segment of all postsecondary education.

There are three principles guiding Federal education policies. These are the principles of equity in access to education, equal educational opportunities, and the right of every American to expect and to receive quality instruction. These principles have been put into practice successfully – for most Americans, but not for adults, and particularly older adults. With older Americans demonstrating a strong interest and need to continue their education, it is important that the Federal government develop policies and programs to encourage this interest.

C. Housing for the Elderly

Recommendation

That the Federal Council on the Aging recommend to the Administration and Congress –

A. That they increase the funding level for Section 202, Housing for the Elderly and Handicapped, to enable to construction of 30,000 units. The present budget for 1981 proposes loan authority for $830 million to support an estimated 18,000 units. Such housing is desperately needed by our elderly population and is a cost-effective way to prevent premature or inappropriate institutionalization.

B. That the Congregate Housing and Services Program receive a FY 1981 appropriation in the amount of $25 million. The $10 million appropriated in FY 1980 will only provide services for 60 housing projects.

C. That sufficient funding be provided for assisting 600,000 units of public housing (Section 8) including 400,000 units of HUD Section 8 and Public Housing and 200,000 units of Farmers' Home Administration and HUD Section 235.

Background and Discussion

The Federal Council on the Aging has a commitment to a Federal policy to improve housing conditions for a significant portion of the nation's elderly. The major problem faced by the elderly in housing is income. If older people had enough income they could buy adequate housing.

Historically, the Department of Housing and Urban Development (HUD) has concentrated its energies on the construction of housing units, but is coming to recognize the important social role to be played in solving the problem of the poor; the provision of housing by itself, is not enough to solve these problems.

While the funding level required for the above mentioned housing units are substantial, appropriations for these units will provide shelter for only a small portion of elderly individuals and households in greatest need of these services.

III. COUNCIL ACTIVITIES

During 1980 the Council's agenda included issues such as Social Security, housing, services, minorities, and long term care and addressed emerging issues of importance to the elderly of the present and future. Specifically, the largest portion of the Council's agenda was devoted to the Congressionally mandated study (described elsewhere in this report).

The 1980 Council activities centered around the following committees and task forces:

A. Long Term Care

Activities of the Federal Council on the Aging in long term care date back to 1975. At that time, the Council developed recommendations for a national policy on services to the frail elderly. This publication, entitled *Public Policy and the Frail Elderly*, was made available in 1978. The Council then turned its attention to delivery systems and in 1979 published a paper identifying the key issues in long term care. The Council's Long Term Care Committee convened a work group composed of 18 representatives from seven Federal departments with policy-making and program responsibilities impacting on long term care. This group provided expert advice to the Council in the development of its key issues paper.

One result of the work sessions is the Chartbook to be published by the Council in February 1981. The Chartbook presents information on the need for long term care. The Committee convened a Data Task Force of persons knowledgeable in various aspects of long term care to develop the specific topic areas for the Chartbook. The Task Force included members from national associations and consulting firms as well as from Federal agencies.

The purpose of the Chartbook is to present information essential for determining current and future need for long term care. It brings together four mainstrams of information on the need for long term care by America's elderly; data on demographics, health status, use of health services and informal supports. A fifth section discusses the impact of Federal policies on the delivery of long term care.

In many of the charts, data on the past and projections for the future are presented along with current information. This perspective in three time frames is important to understanding the need for long term care. The data point to interrelationships that have important

impact on the need for long term care – ties between age and disability, education and income, minority status and longevity, living alone and being female.

The Chartbook was prepared with many users in mind – delegates to the 1981 White House Conference on Aging, policy makers, program planners, legislators and all others concerned with the aging of the American people.

Chairperson: Charles J. Fahey
Members : Mary A. Marshall
Jean J. Perdue, M.D.

B. Mandated Study Work Group

The FCA Mandated Study Work Group had major responsibility for identifying and framing the issues relevant to the Congressionally-Mandated Study. The Work Group worked with consultants who authored FCA conceptual papers on age as a criterion for focusing public programs, targeting under the Older Americans Act and policy development and advocacy. Additionally the Work Group helped to formulate and define the problem focus and advise on methodology with respect to the contracted studies undertaken. In short, the Work Group provided the overall leadership for the Council toward achieving the objectives of the Congressionally-Mandated Study.

Chairman: Welsey C. Uhlman
Members : Charles J. Fahey
Bernice L. Neugarten
Fernando Torres-Gil
Mary C. Mulvey
James T. Sykes

C. Senior Services

The primary focus of the Senior Services Committee in 1980 was its study on the employment of older workers (see discussion of this topic in the section on recommendations). Secondarily, the Committee participated in the development of an interagency agreement to provide small business entrepreneurial and employment opportunities for older persons. Involved in this effort were the Administration on Aging, the Small Business Administration, the Farmers Home Administration, the Economic Development Administration, the American Bankers Association, and the U.S. League of Savings Associations. Finally, the Committee proposed, as a beginning toward developing a work plan in the housing area, a resolution which was adopted by the Council on increased funding for Section 202 and the Congregate Housing and Service Programs (see full text of resolution in section on recommendations).

Chairperson: James T. Sykes
Members : Aaron Henry
Mary C. Mulvey

D. Social Security Task Force

The Social Security Task Force studied specific gender-based issues of adequacy and equity in the Social Security System. Topics under consideration include divorce, disability, dependency, poverty among widows and dual entitlement. The Council received the Task Force's efforts as work in progress; therefore, no specific recommendations for action were made.

Chairperson: Mary Marshall
Members : Aaron Henry — Jean Perdue
James T. Sykes — John Martin

E. Special Aging Population Committee

The Special Aging Populations Committee worked to implement the recommendations emanating from the Committee's report on "Policy Issues Concerning the Minority Elderly" by communicating with various Federal agencies having direct or indirect responsibility for aging programs.

With respect to its commitment to the needs and problems of both urban and rural elderly residents, the Committee engaged in the following activities:

(1) On the Rural Elderly

a. In January, the Committee met with State and local officials, service providers and individuals in Louisville, Kentucky. While in Kentucky, Committee members visited rural and urban senior centers and learned from center participants about their needs.

b. Also in January, the Committee represented in a Title VI hearing in Anchorage, Alaska, heard about difficulties in obtaining services in isolated, culturally unique and poverty stricken Indian villages.

c. In April, the Committee presented testimony at a hearing on the "Plight of the Rural Elderly," sponsored by the Senate Special Committee on Aging, in Las Vegas, New Mexico.

d. In April, Committee members participated at various workshops on the rural elderly during the National Council on the Aging Conference, in Washington, D.C.

e. In May, the Commitee participated in the Annual Conference of the National Caucus/Center on the Black Aged in Philadelphia.

(2) On the Urban Elderly

The Committee worked closely with the National Urban League in planning a workshop on "Inner City Elderly Living Facilities." The workshop was held in conjunction with the National Urban League Annual Conference in New York in August.

Prior to the workshop, committee members visited with staff from the New York Office on Aging, toured areas with heavy concentrations of boarding homes, and single room occupancies.

Committee members explored with residents, room occupancy operators, providers of services and researchers, the major problems and alternatives.

Chairperson: Fernando Torres-Gil
Members : Cyril Carpenter
Fannie Dorsey
Walter C. Moffett

IV. 1981 WORK PLAN

During 1981, the Council will continue working in a number of areas which have occupied much of its time and will devote attention to emerging issues of importance to the elderly. The Council's agenda will reflect actions concerning the elderly by a new Administration and changes in the composition of the Congress.

Among the major Council concerns for 1981 are the following:

Employment

In 1980 the FCA approved a series of recommendations regarding the public sector's responses to the needs of older workers. These recommendations were developed in the FCA report entitled, "Toward a National Policy on Older Worker." In 1981 the FCA will follow-up on the study by 1) monitoring public debate on older workers (Congressional hearings, President's Commission on Pension Policy, etc.); 2) presenting testimony representing the FCA's position on the older workers issues; and 3) participating in a joint initiative with public and private organizations that will test various mechanisms for including older workers in the economic system both as entrepreneurs and as employees.

It is expected that the outcome of these efforts will allow policy makers to formulate a more informed opinion on the issue and to generate new questions for public debate.

The FCA will allocate 5-10 percent of its time to these activities.

Targeting of Resources for those in Greatest Need

It is clear that government has assumed responsibility to reduce inequality in our society through a variety of policies and programs. A large number of these policies deal with income inequality. Under these programs, assets and income are used to judge the eligibility of a person or household for participation in a program. The present method of "means testing" is a poor approach to "needs testing." It is becoming increasingly clear that, in a society where public dollars for social programs are not unlimited, more efficient and equitable methods for identifying those in greatest need must be devised and implemented.

Various approaches to the general problems surrounding the targeting of resources for greatest need have surfaced recently and are the source of intense debate. That debate will continue into the future.

A large number of older Americans are served by needs-tested programs. The FCA will, in 1981, formulate a conceptually sound and programatically workable policy position on targeting to achieve equitable, efficient, and effective programs. In developing this position, the FCA will consider the size and direction of trade-offs in equity, target efficiency, and program costs that result from various approaches to needs-testing.

The FCA will bring together knowledgeable persons to work on this problem, and devote approximately 10 percent of its time to this issue.

Social Security

The current financial outlook for the OASDHI program is uncertain. The OASI program is running out of funds as automatic benefit increases exceed growth in revenues. Additional revenues will be needed throughout the 1980s. The possible forms that a revised financing scheme could take are of extreme interest to the FCA because social security is the most important national program affecting the well-being and economic security of both the elderly and those who will retire in the future.

In the past the FCA has urged that short-term financing problems be corrected. This was especially true with the decoupling issue. In 1981, the FCA will review proposed mechanisms for returning OASDHI to a sound financial footing. Congressional debate will be monitored and testimony given as the FCA deems appropriate. The FCA will spend 5-10 percent of its time in this endeavor.

Mandated Study

The Council's report on questions raised by the Congress in the reauthorization of the Older Americans Act will be released in March or early April 1981. Until completed, the study will involve 70-80 percent of FCA time. Following completion and throughout the remainder of 1981, follow-up activities on the study will take 10-15 percent of FCA time. These include meetings with Congressional Committees, national aging organizations and presentations at major meetings and conferences. Decisions will be made for follow-up facets of the study that are timely.

Legislation

With the reauthorization of the Older Americans Act the FCA has the opportunity to develop short and long range recommendations requiring 10-20 percent of its time.

On other legislative concerns, energy, income, health care, and positions on existing programs, the FCA will develop a strategy for making helpful recommendations.

White House Conference on Aging

This is a major FCA activity through 1982. A major block of FCA time (30%) will go into direct support by members and staff of the Conference. After the Conference the FCA will work to implement some recommendations and follow-up activities aimed at the results of the Conference process.

Updating FCA Studies

Many recommendations in FCA studies, although important, have not been implemented. A review will be done of FCA studies and a plan to implement or further modify recommendations will be presented to the FCA. The studies include:

Formula Study
Benefits Study
Tax Study
Minority Elderly Study
Assets Study
Public Policy and the Frail Elderly

Five percent of FCA time will go into this activity.

A Study of Living Arrangements of Older Persons

This long range policy study (2-3 years) will build on findings from prior FCA work – Frail Elderly, Long Term Care, Minority Elderly, Benefits Study. It will attempt to develop policy that will lead to the most appropriate range of community-based living arrangements in a system for older persons based on need and acceptability. Ten percent of FCA time will be taken for this activity.

A Study on the Future Role of the Family, Informal Supports other Mediating Structures and the Elderly

This intermediate range policy study is complementary to the living arrangements study. Questions to be addressed include the following:

1. How do present policies impact on the role of the family and the elderly?
2. Is dependency on family a desirable social goal?

This activity will take 10 percent of FCA time.

A Study of the Feasibility of Developing Measures of the Status the Well-Being of Older Persons

This long range policy study would investigate how the status of older persons in society can be measured. Health status, economic status, and other social indicators of well-being would be examined.

This activity will take 10 percent of FCA time.

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V. THE FCA CONGRESSIONALLY -MANDATED STUDY

The 1978 Amendments to the Older Americans Act require that the Federal Council on the Aging undertake a thorough evaluation and study of the programs conducted under the Act. The law requires the study to include at least three parts:

1. An examination of the fundamental purposes of such programs, and their effectiveness in attaining such purposes.
2. An analysis of the means to identify accurately the elderly population in greatest need of such programs.
3. An analysis of numbers and incidence of low-income and minority participants in such programs.

Separate funds were not appropriated for this purpose. To achieve a useful, focused result, the FCA obtained help in the Department of Health and Human Services from the Office of the Assistant Secretary for Planning and Evaluation (ASPE) and from the Administration on Aging (AoA). The level of effort approximated eight to ten person years. The Administration on Aging authorized a transfer of $500,000 of evaluation funds to the FCA for these purposes.

Key Dates and Events Toward Achieving the Objectives of the FCA Congressionally-Mandated Study

The following represents a chronology of the important dates and events involved in achieving the objectives of the mandated study.

January 5, 1980

The FCA Mandated Study Group met to consider the implications of the AoA exploratory evaluation for (1) its formulation of conclusions regarding the fundamental purposes and effectiveness of programs conducted u. the Older Americans Act and (2) for additional special analyses and shor. term evaluations of the efficiency, effectiveness and responsiveness of programs conducted under the Act.

The Work Group decided to:

1. Incorporate the results of the AoA exploratory evaluation and of all other revelant on-going AoA program evaluation studies into its report to Congress (the latter will take the form of evaluation summaries based on readily available data);

2. As a part of the short term evaluation of the AoA program based on evaluation studies in progress, commission policy papers on topics related to the values and parameters underlying programs conducted under the Older Americans Act. After further deliberations, the Study Group decided to hire consultants to develop the following policy and conceptual papers:

   Policy Paper I : Age as a Criterion for Focusing Public Policy
   Policy Paper II : Policies and Program Strategies for Reaching Those in Greatest Need
   Policy Paper III: Achieving Effectiveness in Policy Development and Advocacy in Aging at the National Level
   Policy Paper IV: AoA Program Strategies for Community Service System Development

The purpose of this aspect of the study was to obtain expert advice regarding potential program improvements of the programs conducted under the Act. This advice helped the Council to formulate its policy recommendations to the Congress and to the Department.

3. Undertake a limited series of special analyses and evaluation studies designed to:
   - Identify the best means of identifying those in greatest need (a Congressionally-mandated analysis);
   - Determine what is known about current low income and minority group participation levels in programs conducted under the Older Americans Act (a Congressionally-mandated analysis);
   - Assess the effectiveness of the Title V Community Service Employment Program; and
   - Answer a series of specific questions about AoA's effectiveness in fostering community services system development and to define exemplary community service systems. (Note: this study will provide information on evaluation design options for assessing community progress in developing systems of services for the elderly and for assessing the progress of State Units on Aging and Area Agencies on Aging in fostering the development of such systems).

May 18, 1980

Between January 5 and May 18, Requests for Proposals were developed for the special analysis studies. The requirements for the policy option papers were developed and the identification and hiring of consultants for the papers followed.

The FCA Study Group met on May 18 with the consultants to review the outline of each paper. Also, a status report on the overall progress of efforts toward achieving the objectives of the mandated study was presented.

Additionally, special assignments were given to each member of the Mandated Study Group and FCA staff to monitor each paper and contracted study.

May 21, 1980

A presentation of the FCA Congressionally-Mandated Study was made to the Congressional staff by the study director and FCA staff.

June 16, 17, 1980

The major issues of the mandated study were reviewed with the full Council.

July 28, 1980

The study group met informally with the Leadership Council of Aging Organizations for the purpose of seeking their input on the issues being addressed and the process being used by the Council in responding to the mandated study.

August 24, 1980

The FCA Mandated Study Group met with a consultant to explore the issues on "Age as a Criterion for Focusing Public Programs".

August 25, 26, 1980

The full meeting of the Council on August 25 and 26 featured an intensive and provocative discussion of the mandated study with the Council focusing on the issues and concerns of the policy and studies in progress. The discussion on the mandated study was led by Wesley C. Uhlman, Chairman of the Mandated Study Group.

November 16, 17, 1980

A comprehensive review and analysis of options and positions were presented to the Mandated Study Group by the Study Director and FCA Staff.

December 1, 1980

A briefing on the policy options papers, and contracted studies was made before the full Council. Preliminary findings, conclusions and recommendations were discussed reflecting both the papers and contracted studies.

December 17, 1980

The Mandated Study Group and FCA Staff met with members of the Leadership Council of National Organizations to receive their comments relative to the FCA findings and recommendations on:

1. Title III – Grants for State and Community Programs on Aging – Services Development and System Building under the Older Americans Act.

2. Targeting Under the Older Americans Act.
3. Policy Advocacy at the National Level.
4. Title VI – Research and Training Programs.

The target date for the delivery of the report to the Congress is March 31, 1981.

Note: See Appendix E for a listing of the critical issues pertinent to the mandated study.

APPENDICES

Appendix A

1981 WHITE HOUSE CONFERENCE ON AGING

Throughout 1980, the Council made the 1981 White House Conference on Aging one of its primary agenda items. Of primary concern was the role of the Council relative to the Conference. The White House Conference on Aging Advisory Committee believes that the Council should assume a major role in the Conference process and, most importantly, in the follow-up period of implementation of the recommendations which will come from the December 1981 meeting.

At its December 1-3 meeting, the Federal Council on the Aging passed a resolution which outlined FCA plans to undertake responsibility for monitoring and cooperating with others to implement recommendations from the 1981 White House Conference on Aging.

The Council believes that this role is in keeping with the legislative authority and function of the Council, namely: "(The Council shall) review and evaluate, on a continuing basis, Federal policies regarding the aging and programs and other activities affecting the aging conducted or assisted by all Federal departments and agencies for the purpose of appraising their impact on the lives of older Americans."

Members of the Council (Charles J. Fahey, Cyril Carpenter, Jacob Clayman, Aaron Henry, John Martin, Bernice Neugarten and James Sykes) who serve on the White House Conference on Aging Advisory body comprise the Council Committee that would advise on the role of the Council, its members and staff in relation to the 1981 White House Conference on Aging.

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Appendix B

FCA OPERATIONS AND PROCEDURES

The Council is required by law to meet four times per year. Therefore, it is the policy of the Council to provide sufficient time during each meeting to allow for review, discussion and resolution of Council business.

All meetings of the Council are open to the public and reported in the *Federal Register* 30 days prior to the meeting. It is the staff's responsibility to submit legal notices and to inform other interested agencies and individuals of Council business.

Conduct of all Council meetings requires a quorum of the membership to be present. A quorum is the simple majority of current appointees.

Council meetings normally consist of one and one-half or two full, consecutive day sessions. The opening session includes approval of previous meeting minutes. The closing session includes discussion of tentative items to be placed on the next meeting agenda.

Issues for the FCA's agenda are suggested by Council members and staff and submitted to the Chairman and Executive Committee. It is necessary and legally required, that major items on the agenda be determined and the public notified of the agenda.

At least a week to ten days prior to each meeting, the staff mails the agenda to the Council membership and a selected mailing list of government and non-government agencies and officials. Also, specific background materials are mailed to acquaint Council members with specific agenda items. The staff compiles all other meeting documents, papers, and related materials into a folder for each Council member.

For purposes of accurate recording of the proceedings of a Council meeting, a professional steno-recorder is hired to record verbatim all formal proceedings. This record is made in compliance with the Federal Advisory Committee Act and is available to the public upon request at the Council staff office. A synopsis of major discussion and decisions of a meeting is distributed to the members in the form of minutes prepared by Council staff.

Federal legislation has established broad and complex responsibilities for the Council. The Council recognizes the intent of the Congress to provide a means for including a variety of representation from throughout the populace in the policy-making process of the Federal Government. In order to best utilize the specialized knowledge and expertise of its members, the Council apportions specific activities among its members, reserving ultimate review and approval authority for the vote of the entire membership.

Furthermore, the Council has established a policy of conducting activities through task forces with specific tasks.

The Council recognizes that although the broad responsibilities of its mandate remain constant, the means for accomplishing specific goals, and the recognition of current, relevant issues may fluctuate.

Once a committee or task force is established, a member of the professional staff is assigned to coordinate staff activities and to be the principal contact between the committee or task force chairman and other Council members.

Committee or task force members are expected to attend the meetings and to review documents and other materials pertinent to the work of the task force. In addition, staff is responsible for:

a. Keeping abreast of documents, issues, and legislation relative to the work of the committee or task force and advising members.
b. Making committee and task force meeting arrangements including preparing the meeting agenda, securing speakers and facilities, writing and disseminating notices, and preparing materials.
c. Writing progress reports and keeping committee members and the Council Chairman informed.

Appendix C

BACKGROUND INFORMATION ON A FCA STUDY ENTITLED "TOWARD A NATIONAL POLICY ON OLDER WORKERS"

A. Overview

The Federal Council on the Aging (FCA) has become concerned over a number of policy issues affecting older workers and their rights to equal employment opportunities. Inflation, increasing energy bills, rising taxes, and relatively fixed retirement incomes combine to suggest that earnings through continued employment, either part-time or full-time, is an option that older Americans may be forced to consider. Yet current retirement policies, both in the public and private sectors, tend to assume that older workers should, or will want to leave the labor force at some point between the ages of 55 and 65. These policies often contain disincentives for remaining on the job or rewards for choosing early retirement. Personnel systems, both in government and industry, often seem to focus on and favor younger rather than older workers. Federal employment programs by almost any standard measure are oriented towards youth. Caught between these forces the older, capable worker is often pushed into early retirement, denied equal opportunity within personnel systems or discriminated against when searching for a job. It has also been suggested that many employers, both public and private, manifest age biases, consciously or unconsciously, in their recruitment and retirement policies. Demographic projections indicate that an increasing number of older persons will be entering retirement in the future and will be supported by a smaller working population and decreasing retirement resources. Yet, even though the above is common knowledge, national manpower programs appear to be focused on disadvantaged youth and young adults, while middle-aged and older workers are neglected. Certainly, older workers are represented in Federal employment programs under Title V of the Older Americans Act as amended and in CETA. Yet, in terms of the number of participants and funding levels, these older worker programs do not begin to compare to employment programs for other targeted groups.

What is needed is a national policy guide on older workers. For these reasons and other concerns presented below, the FCA has undertaken a major policy study to explore current policies and programs affecting older workers

and to set forth some new directions for the coming decade. It should be noted that the effort is not to construct the policy itself, but rather to point the way and set the context for policy development by suggesting steps and, where appropriate, legislative vehicles which can contribute to an integrated older worker policy.

These and the following concerns, in part, have led to the study.

- Changed age profiles in the population and the labor force over the coming years suggest that traditional personnel and retirement policies affecting older workers be reassessed. Greater longevity, improved health of older persons, and real limits on retirement income sources point toward extended and different forms of employment opportunity for older workers.
- Inflation, high energy costs and other economic factors impact on all age groups. But older persons living on relatively fixed incomes, are particularly affected. The so-called three-legged stool (social security, private pensions and personal savings) may prove to be inadequate for the support of older persons in retirement. An employment option may be needed.
- Increasing activity under the Age Discrimination in Employment Act (ADEA) points out the continuing obstacles confronting older workers in almost every aspect of personnel and retirement systems. Job-related civil rights must be maintained for any other sub-group in the labor force.
- Current federally-sponsored employment programs provide very limited assistance for older workers. The youth focus of federal employment programs suggests underlying attitudes that older workers are not valued employees. The programs and their guiding policies need to be reviewed in terms of equity and effectiveness for older workers.

However, these are not the only concerns of the FCA. What may be called for are new perspectives on retirement and employment policies affecting older individuals who should be looked upon as resources capable of on-going contributions to their own support, to the economy and to society. The following values and viewpoints also underlie the study.

- Older workers, by continued employment, can become greater economic and social assets to themselves and the nation.
- No older individual should be refused employment opportunity to be forced to retire if he or she is willing to work.
- The choice to defer retirement should continue as long as older workers are productive and wish to stay on the job. Public and private employment policies should support this option.
- Continued opportunity for employment in no way precludes early retirement choices.

- Employers have the right to expect competent job performance from newly hired workers and employees who defer retirement, regardless of age.
- Labor unions should collectively bargain for broader work options for older members, as well as for adequate and added retirement benefits.
- Retirement and pension policies must be responsive to both the needs and interests of older workers who want to stay on the job. Alternatives to retirement must be considered, as well as the continued adequacy of pension benefits.

B. Scope of the Study

The study focuses mainly on employment policies and options for older workers and on retirement policies only in-so-far as these tend to limit or to facilitate employment opportunities, to be sure, employment and retirement are closely connected as far as older workers go. But too often the concerns for adequate retirement income lose sight of employment needs, desires, and opportunities for older workers. The employment emphasis of this report will, hopefully, add a new and positive dimension to those concerns. Furthermore, it is not the intent to construct a complete older worker policy, but rather to set a foundation on which these policies can build over the coming years.

The first section of the study outlines the issues involved in any discussion of older workers, and describes both the public and the private sectors' approach in dealing with these issues. The second section discusses the older worker profile in the population and the labor force and how current and future trends in this profile may influence both employment and retirement policies over the coming years. Next, the report deals with age discrimination in employment – a phenomenon which requires a practical and realistic approach to older worker problems in order to build positive employment opportunities. In the third section, current federally-sponsored employment programs are reviewed. These programs serve as a reflection of older worker policies, or lack thereof and the reasons which underlie them. The study then develops new approaches and policy elements for older workers which can be adopted over the coming years. Certain aspects of retirement policies are then reviewed. The final section discusses some new educational strategies needed to develop and to disseminate information about aging and to implement strategies needed by employers and decision-makers to develop and apply positive worker policies. Specific recommendations are presented at the end of each section.

C. Study Approach and Method

For the design and the conduct of the study, the FCA commissioned Michael Batten, an independent industrial Gerontologist, to identify key

issues, review these with members of the FCA and consultants and to draft the report. In addition, the FCA commissioned four experts in the areas of age, work and retirement to develop independent issue papers which could be of use to the study, but also stand on their own as a background section of the report. (See Appendix A). The four experts and their respective topics are as follows:

Dr. Robert L. Clark, Associate Professor of Economics at North Carolina State University, addressed the issues of changing age demographics in the population and the labor force and some effects these changes may have on employment and retirement policies.

Mr. Daniel Knowles, Director of Personnel for the Grumman Aerospace Corporation at Bethpage, Long Island, presented an employer perspective on older worker issues.

Dr. Marc Rosenblum, Chief Economist for the Equal Employment Opportunity Commission, reviewed age-related occupational restrictions allowed by law and effects on older worker policy.

Ms. Dorothy Bauer, of the National Council on Aging, reviewed past and current older worker programs and offered recommendations for new approaches.

In addition to these outside experts, a variety of individuals concerned with older worker issues and problems was consulted and their views included. These contributors ranged from Congressional staff members concerned with legislation affecting older persons, government agency personnel with some responsibilities for older worker matters, representatives from industry and organized labor interested in the topic and operatives who administer older worker programs. The views of these respondents are presented as a special part of the study. **Ms. Julia R. French**, of the National Manpower Institute, conducted that aspect of the study.

Dr. Harold L. Sheppard served as the study's Senior Consultant.

D. **Recommendations**

On June 17, 1980, the FCA met and unanimously approved the recommendations contained in Section II-A of this report. These recommendations were an outgrowth of the information obtained in developing this study and represent the first steps that the FCA feels must be initiated before a totally integrated national older worker policy can be constructed and implemented.

Appendix D

FCA MANDATED STUDY ISSUES

Policy Topic I: Age as a Basis for Social Policy
Issue: What role should age play as a criterion for focusing public policy and social programs?

DISCUSSION QUESTIONS

1. How meaningful is age as an eligibility condition of program participation?

2. How meaningful is age as a basis for targeting services? How meaningful is age as a proxy for need?

3. Should the government promote age-integrated or age-segregated service systems?

4. What are the major policy implications of an aging society for the design of programs funded under the Older Americans Act?

5. What role should factors other than age play in rationing public benefits and services for the aged population?

CONCLUSIONS

1. **CONCLUSION**: "From its passage (then) and embodied in the Declaration of Objectives, Older Americans Act services were to be available to any person aged sixty and over, under the presumption that if old, one had *need* for such services." (Kutza)

2. **CONCLUSION**: One – at every age – has need for services that enhance one's social well-being. Society has an obligation to provide generally for those needs – e.g., parks, theaters, safety, life-enhancing opportunities. How a society decides collectively to finance such services is a separate question.

3. **CONCLUSION**: Chronological age as such is an arbitrary rationing device.

4. **CONCLUSION**: Chronological age is a poor indicator or proxy for need.

5. **CONCLUSION**: Resolution of this issue requires a careful delineation of the uses that chronological age and age classifications might have in relation to public policies and programs. (E.g., chronological age might be used as an eligibility foundation to ration the benefits of a program; it might serve as a general presumption or proxy for need for some service; or it might simply serve as the condition defining the client group for outreach, program development or other similar purposes). The reasonableness of age classifications has to be judged on the basis of their intended use in serving legitimate State interests. Because uses and interests vary widely with the particular program or government function to be served, such judgements require careful consideration of the specific context in which the classification is to be used.

6. **CONCLUSION**: Because of these complexities, general conclusions have limited usefulness apart from a specific context defined in terms of the use to be made of age, the type of program or government function, and the State interest to be served.

Policy Topic II: Resolving the Apparent Dilemma of Who Should be Served

Issue: Who Should be Served by Government Programs Funded Under the Older Americans Act?

DISCUSSION QUESTIONS

1. Is the dual focus justified or should it be changed?

2. What justifies a dual focus?
   a. The nature of the problems facing older persons;
   b. The diversity of programs authorized and funded.

3. Is the answer different if the financing question is separated from the issues of *what* programs and *what* services are needed? e.g., *personal* social services vs social action programs; *or*;

4. Is the answer different if the focus is on different types of government responsibilities or roles? e.g., law enforcement versus publicly financed social services; or access services to other social services?

5. What are the implications of the need and service data?

6. Does raising this issue really constitutes another way of asking what the government's priorities ought to be? e.g., economic security first, jobs, housing, and health care next?

CONCLUSIONS

1. **CONCLUSION**: The legislative intent of the Act is clear in generic terms. Specifically, the Act authorizes activities and programs intended to serve all older Americans while targeting social and nutrition services toward those with special social or economic needs? Title III also requires preference for those in greatest need.

2. **CONCLUSION**: The universe of unmet need for services and programs is reasonably well-understood in general terms; it is not, however, defined with precision and specificity for each social service or even for nutrition services. Needs, wants and preferences are not easily distinguished. The resolution of this question is actually accomplished in the reauthorization and appropriations process which is not always very rational. There is a fairly clear consensus about the general need for some services (e.g., legal services and certain access services) but not others.

3. **CONCLUSION**: There is a need for a reasoned basis to establish long-range policy goals and priorities for program development under the Older Americans Act. At the present time, the active disagreement about priorities regarding such broad policy areas as economic security, jobs, housing, health care, and social services for older persons appears to hamper effective program development, especially under Title III of the Older Americans Act.

Policy Topic III: The Elderly as a National Resource

Issue: How can the Congress and the Departments of Labor and Health and Human Services establish effective programs to achieve the best use of the elderly population as a national resource?

DISCUSSION QUESTIONS

1. a. Are some of those responsibilities on an age-specific basis?
   b. Should some of those responsibilities be met on an age-specific basis?
   c. Should efforts directed at employment or employability of the elderly be targeted to those who are identifiable as "traditionally disvantaged"?

2. Should Federal efforts directed at employment of the elderly be means-tested?

3. a. Are there Federal laws which prohibit or act as disincentives to gainful employment?
   b. Are there regulations which prohibit or act as disincentives to gainful employment?
   c. Are there barriers to enhancing employability which the Federal government could reduce or remove?

4. a. Are present efforts adequate?
   b. What approaches are most effective?
   c. What new programs might be needed?
   d. How are positive results measured?
   e. How are negative results measured?

CONCLUSIONS

1. **CONCLUSION**: The Federal government has a responsibility to enhance the potential for usefulness of each of its citizens to assure their autonomy and control over as broad a range of individual options as possible for as long as possible.

2. **CONCLUSION**: The independence guaranteed by self-support is an important contribution to an individual's array of options and personal autonomy.

3. **CONCLUSION**: Employment and employability are both conditions affected directly by Federal policies, processes and programs.

4. **CONCLUSION**: There is a Federal responsibility to affect positively, and not to affect negatively, the employability and opportunities for the employment of the elderly population which otherwise competes at a disadvantage against other citizens in the labor market.

Policy Topic IV: Federal Policy to Achieve Effective Targeting

Issue: What policies should the Federal government employ to promote effective targeting of services to those in greatest economic or social need?

DISCUSSION QUESTIONS:

1. How can existing targeting strategies be improved?

2. Should targeting goals be established on a National level or on the State/ Area/local level?

3. Which strategies should be used in identifying target populations?

4. Which approach to targeting is preferable: a) technical assistance and monitoring strategy or b) an enforcement strategy?

5. What are the possible advantages of targeting resources to meet the needs of specific populations? More and better services to those most critically in need? More flexibility to focus on the unique problems of the elderly subpopulations at individual State levels? E.g., large subpopulations of minority elderly in poverty? More flexibility to alter service delivery strategy to meet changing needs of various subpopulations, e.g., older women?

6. What are the possbile disadvantages of targeting resources to serve the needs of specific populations? Increase the size of subpopulations of elderly needing more costly services, e.g., nursing homes, hospitals, etc.? Carried to an extreme, would targeting be counter-productive? Place a stigma on the image on programs for older Americans?

7. Which incentives might work to improve targeting? One based on using broad dissemination regarding what is known about best practices? One based on discouraging program utilization by those elderly with other resources?

Policy Topic V: Federal Policy for Services Development and Systems-Building Under Title III of the Older Americans Act

Issue: For national policy purposes, what policies and principles should guide priority-setting for services development and system-building under the Older American Act?

DISCUSSION QUESTIONS

1. What type of systems should be promoted? What kind of service system should AAAs try to build at the local level?

2. How should priorities for services be established – by statute, by regulation, by Federal administrative decision, by state and local decision?

3. How can reasonable expectations be defined for state government in its role in implementing Older Americans Act programs?

4. Under the Older Americans Act, what substantive policy should be used by the Federal government in promoting local service systems? Specifically, should AoA focus on all community services, primarily on health and social services, or primarily on the problem of long-term care? What policy should guide such priority-setting?

5. What functions should AAAs perform to foster the development of desirable service systems?

6. What relationships should AAAs have to HSAs, to Title XX agencies and other similar state and local community planning organizations?

7. Should the Federal government promote consolidated intergovernmental management structures for the planning and deliverly of health and human services to the elderly?

8. Can AAAs provide services directly and also serve effectively as information gatherers, and planning agencies stimulating program development and assuring the quality control of services and service delivery?

CONCLUSIONS

1. **CONCLUSION**: At the national level, the accountability for services development and system-building at the State and local levels has been

defined largely in process, activity and input terms. AoA's management long-range developmental objective is to establish local aging service systems that ensure access to care, treatment and other social services, adequate community based social and nutrition services, adequate in-home services and adequate services in care-providing facilities. AoA's strategies for achieving such program development have been focused selectively on certain services such as transportation services, legal services, and the long-term care ombudsman program.

2. **CONCLUSION**: Expectations regarding the development of comprehensive, coordinated local service systems need clarification, especially in the light of known resource constraints.

3. **CONCLUSION**: There is a need to document successful services development and system-building as a basis for future program development and program evaluation. (The Federal Council has undertaken a short-term study to determine the feasibility and cost of such program development and future full-scale evaluation.)

4. **CONCLUSION**: Past evaluations show that the Administration on Aging, and the State and Area Agencies on Aging have made some measurable progress in achieving appropriate developmental objectives under Title III of the Act. On the basis of readily available information from such past evaluations and a selected number of other relevant studies, the Council reached *no* general conclusions regarding the effectiveness of the "network" at the State and sub-State levels as vehicles for services development and system-building. There are studies – such as the 1976 Steinberg Study, the Westat Study and (perhaps) the Estes-Newcomer Study that document some success – as well as room for improvement. (NOTE: The GAO will be in a position to illuminate the performance of State Units on Aging and the Area Agencies on Aging after the results of their national survey are aready in the spring 1981.)

5. **CONCLUSION**: There are fundamental policy issues regarding services development and system-building under the Older Americans Act. Specifically, it is unresolved whether the government should develop a fully comprehensive categorical system of services for the elderly or should provide services to older people through a more generic human services delivery system. Relative priorities among social services are debated periodically in the authorization and appropriations process. Usually the debate is highly contentious and not very rational. It would be useful to have a more clearly defined general strategy for such program development.

Policy Topic VI: Public Leadership in Policy Formation – Advocacy Under the Older Americans Act

Issue: Are redirections and improvements needed at the national level to clarify and upgrade AoA's and the FCA's advocacy role in the Agency policy formation process?

QUESTIONS WE HAVE ADDRESSED:

1. Are expectations realistic and sufficiently well-defined? If not, how can expectations be clarified and made realistic?
   Options to consider:
   A. Define expectations regarding the advocacy function in terms of:
      1. the quality of brokering and negotiating for change;
      2. the degree of apparent influence of advocates on decision-makers (executive and legislative);
      3. the specific results achieved in legislative, budgetary and administrative processes; or
      4. specific types of major reform of Federal policy in aging (e.g., expect successful leadership in achieving a coherent national manpower policy in aging, or a coherent Federal policy for long-term care services for the elderly).
   B. Develop measures around:
      a. coherence of national level policy in selected policy areas;
      b. extent of rights, benefits and entitlements protected; and
      c. extent of new rights, benefits and entitlements created for the elderly.

2. Are radical changes needed? Should the policy-oriented advocacy function be separated from AoA's other basic functions?
   A. Maintain the Advocacy and Policy Development Framework Established Under the 1978 Older Americans Act Amendments
   Involved here is an assessment of the advocacy record, potential and limitations of the Administration on Aging, the Federal Council on the Aging, the National Institute on Aging, the Center for Studies of the Mental Health of Aging, and the White House Conference mechanism (as currently organized, charged and interrelated) in light of the criteria developed in Part II.
   B. Maintain the Existing Older Americans Advocacy Framework, but Substantially Reorganize and Strengthen It by:
   – elevating AoA within HEW
   – increasing AoA's policy review staff and capacity

- increasing staff and policy development capacity of the Federal Council on the Aging
- clarifying roles and expectations among AoA, OHDS, the Federal Council and NIA in order to maximize positive and complementary interaction vis-a-vis advocacy.

C. **Consolidate the Broader Advocacy Functions of the Administration on Aging into the Responsibilities of an Enlarged Federal Council**

D. **Create a New Federal Aging Agency with Older Americans Act Advocacy and Program Responsibilities Under a Presidentially-Appointed Commission**

E. **Eliminate the Federal Council on Aging and Create a Citizen Advisory Group to a More Advocacy-Oriented Administration on Aging**

3. Are process changes needed?
   a. Are improvements needed in policy agenda setting, information gathering and synthesis, collaboration to solve problems and improve policies?
   b. How does the AoA see the Council's relationship to older Americans as a potential FCA/AoA client group or constituency?
   c. Is the Council's role in the Long-Term Care policy area a possible model for a Council relationship to the AoA, the Department, the Congress, and the clientele?
   d. What role should State and sub-State level Advisory councils play in relation to the Federal Council's role?

CONCLUSIONS

1. At present, expectations are poorly defined and the program design is implausible.
2. A more coherent national policy in aging is needed to resolve the apparent dilemmas caused by the generic and broad mandates of the Older Americans Act.
3. Current expectations regarding AoA and the FCA's roles in national aging policy formation are not realistic – given their structure, other basic functions, staffing and other resources, and the wide distribution of responsibilities throughout the Executive Branch, the Department and the Congress.
4. The advocacy role needs to be defined to permit (a) agreement on its appropriate role, (b) appropriate expectations, (c) agreement on objectives against which to measure its effectiveness, and (d) clear directions on which to base management decisions regarding actions and resources.
5. Methods are needed to clarify the roles of AoA, OHDS, NIA, OASPE, OS and the FCA and to establish a process that will consistently produce topics for data collection, data synthesis, policy discussion, and follow-up action.

6. More systematic and visible use should be made of the State and area agencies, and the voluntary non-profit sector as vehicles for policy agenda-setting, information gathering and synthesis and other actions.
7. AoA still lacks the organizational capacity to manage actively for leadership in aging policy formation in the Department and in the Executive Branch. A design change may be needed.
8. The results of effective advocacy are best measured by the growth of strength and status and diminution of the needs and vulnerabilities of the advocate's client or constituency.

Policy Topic VII: Knowledge Base for Policy and Practices in Aging – AoA's Research and Training Programs

Issue: Should AoA's research and training programs be more visibly integrated into AoA's other major program elements to achieve more support of its mission?

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DISCUSSION QUESTIONS

1. What direction has AoA given the overall research, development and evaluation program?
   a. Has it supported advocacy satisfactorily?
   b. Has it supported services development and system-building satisfactorily?
   c. Has it supported the research in social gerontology and the related aging policy sciences satisfactorily?
   d. Has it supported the evaluation function satisfactorily?
   e. Has it accomplished any results?
   f. Has its impact been felt?

2. What initiatives can AoA management take to shape a research program as an integral part of AoA's activities supporting its key mission elements?
   a. What are the constraints on centralized priority setting?
   b. What are the limitations of the resource levels?
   c. What are the in-house skills needed to operate a research program?
   d. Can a process be developed to operate a multi-purpose program economically?
   e. Which audiences are most difficult to satisfy with research information?
   f. Can AoA identify the purposes of its mission which are supported by meeting the needs of a given audience?

3. Is the evaluation function organized as a program at the Federal level?
   a. Has it identified objectives of the respective sub-programs?
   b. Has it differentiated the constituencies and clientele of the respective sub-programs?
   c. Has it developed means of identifying and measuring impacts of the sub-programs?
      (1) at the State and/or local level?
      (2) at the project level?
   d. Can it institutionalize feed-back of its findings?

4. Have there been useful results generated by AoA research efforts?
   a. In development of skills?
   b. In development of delivery techniques?
   c. In development of administrative or enforcement process?
   d. In development of evaluative measures?

5. Has constructive learning been generated by AoA research efforts?
   a. Have information gaps been filled?
   b. Have useful institutions, individuals or programs been supported?
   c. Have useful questions been generated?
   d. Have data been refined or made more reliable?
   e. Have causal questions been validated and/or answered?
   f. Has policy changed direction or degree of control as a result of research?
   g. Have State, local or service delivery personnel indicated use of AoA products?
   h. Have the elderly reflected interest in a satisfaction with any AoA research products?

CONCLUSIONS

1. Title II and IV in combination, authorize a multi-purpose program intended to support all elements of the AoA mission.
2. The Title IV program is intended to build a knowledge base for long- and short-range policy formation in Aging. Research, demonstration and evaluation activities have a major role to play in:
   – developing new knowledge for tomorrow's services for future generations of aged;
   – advocacy in the public policy formation process; and
   – services development and system-building.
3. There is evidence that AoA's research has made a contribution to the field of social gerontology, to constructive policy formation regarding issues of concern to older Americans, to services development and system-building.

4. The existing program design for determining the impact, effects, cost, replicability and transferability of demonstrations is implausible.
5. The existing program design for achieving utilization of research in the public policy formation process is likely to produce inconsistent results.
6. The existing program design for AoA's support of the evaluation function throughout the network is implausible.
7. Staffing and intramural capacity in research, demonstration and evaluation, education and training program management are serious problems at AoA.
8. Continued progress in research, demonstration, and evaluation planning is needed, so that the role of both in support of all of AoA's mission elements can be made more demonstrable.
9. Concentration of Title IV research and training funds is also a significant issue. (Measures of investment adequacy are needed; as are appropriate strategies for concentrating resources sufficiently to achieve visible results.

DEDICATION

FRELL M. OWL
March 1, 1899 - May 19, 1980

Frell Owl, of the Cherokee Tribe of North Carolina, was for over a quarter-of-a-century a national leader among American Indians. He served as a Bureau of Indian Affairs employee in the capacity of agency superintendent in the Midwest and Northwest. Mr. Owl demonstrated his leadership by focusing attention on the needs and concerns of American Indians long before many of the current leaders were actively concerned about the issues.

He advocated for Indian people at a time when it was always too easy for the Nation not to think very much about American Indians. The problems of Indians were considered to be something the Bureau of Indian Affairs should worry about; however, Mr. Owl changed that. Indians are no longer suffering injustices in silence. They are speaking out and making their concerns known.

The Indian world, like all society, is best led by uncommon persons like Frell Owl, who was a "man of vision". As the needs of our society become more and more complex, individuals emerge with a broad perspective and a deep commitment to justice for all. Such a person was Frell M. Owl. Our concern, he believed, must always be for those persons in greatest need.

The Council, as well as his family, friends and those he touched, will dearly miss Frell M. Owl. However, our lives are enriched for having known this uncommon man.